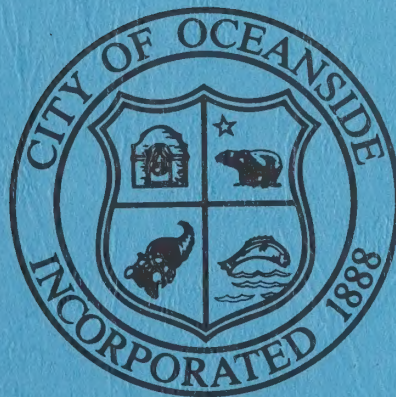


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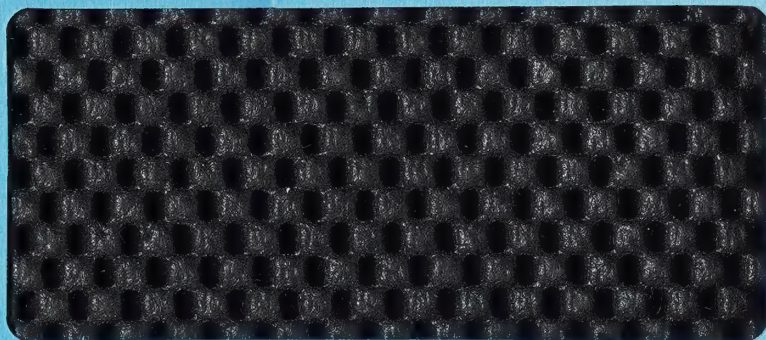
# CITY OF OCEANSIDE

## **PUBLIC FACILITIES MANAGEMENT ELEMENT**

**CITY OF OCEANSIDE, CALIFORNIA**









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# **PUBLIC FACILITIES MANAGEMENT ELEMENT**

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**Prepared by:**

**Planning Department  
City of Oceanside, California  
and  
John Blayney Associates  
San Francisco, California**

**Approved by:**

**Balanced Growth Committee  
October 26, 1978**

**Planning Commission  
December 18, 1978  
Resolution No. 78-P146**

**City Council  
January 24, 1979  
Resolution No. 79-27**

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Beth A. Perlmutter, Environmental Analyst





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RESOLUTION NO. 79-27

A RESOLUTION OF THE CITY COUNCIL OF THE  
CITY OF OCEANSIDE ADDING THE PUBLIC  
FACILITIES MANAGEMENT ELEMENT TO THE  
GENERAL PLAN OF THE CITY OF OCEANSIDE.

(A-15-78)

WHEREAS, the Planning Commission of the City of Oceanside  
has conducted a duly noticed public hearing on December 18, 1978,  
and has recommended by Resolution No. 78-P146 the adoption of  
the Public Facilities Management Element prepared and submitted  
by the Planning Department; and

WHEREAS, the Balanced Growth Committee has unanimously  
approved the proposed Public Facilities Management Element to  
the General Plan; and

WHEREAS, after a duly noticed public hearing held on  
January 24, 1979, this Council finds as follows:

A. The overall goal and objective of the Public Facilities  
Management Element is to ensure that capital facility  
needs required by the City to accommodate future growth  
can be provided without adding to the burden borne by  
other taxpayers now or in the future.

B. That the principle and desirable mechanisms for imple-  
menting the goals and objectives of the Public  
Facilities Management Element are the use of multi-  
purpose assessment districts for major water, sewer,  
drainage and traffic capital facilities, and the use  
of development impact fees for other capital facilities  
(fire, schools, parks, etc.).

C. That the growth management diagram contained in the





1 proposed Element and the facilities improvement map  
2 presented in the staff report general represents  
3 where additional major capital facilities are required.

4 D. That in order to accomplish the goals and objectives  
5 of the Public Facilities Management Element, the  
6 major policies of the proposed element as revised  
7 should be adhered to in the review of new development  
8 applications.

9 E. That a draft environmental impact report has been  
10 prepared for the proposed element, duly circulated  
11 and comments considered pursuant to Ordinance No.  
12 73-10, and as per the requirements of the California  
13 Environmental Quality Act and implementing guidelines  
14 as amended.

15 NOW, THEREFORE, IT IS HEREBY RESOLVED by the City Council of  
16 the City of Oceanside as follows:

17 1. That the Public Facilities Management Element as  
18 approved by the Planning Commission on December 18, 1979, being  
19 a part of General Plan Amendment A-15-78, is hereby adopted  
20 and incorporated into the General Plan of the City of Oceanside.

21 2. City staff is hereby directed to include in the original  
22 and all copies of the element, certification of the action by  
23 this Council and the Planning Commission.

24 3. The final environmental impact report is hereby adopted  
25 and it is hereby certified that the report has been prepared in

26 /////

27 /////

28 /////





1 accordance with the California Environmental Quality Act of 1970  
2 and Ordinance No. 73-10, as amended to date.

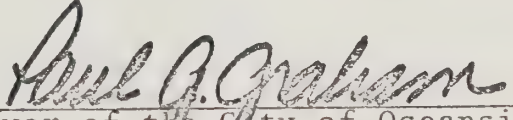
3 PASSED AND ADOPTED by the City Council of the City of  
4 Oceanside this 14th day of February, 1979, by the  
5 following vote:

6 AYES: GRAHAM, AVIS, CASEY, CHAVEZ;

7 NAYS: NONE;

8 ABSENT: BELL;


9 ABSTAIN: NONE.

10   
11 Paul B. Graham  
12 Mayor of the City of Oceanside

13 ATTEST:

14   
15 Jane B. Graham  
16 City Clerk

17 APPROVED AS TO FORM:

18   
19 Warren B. Diver  
20 City Attorney





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PUBLIC FACILITIES MANAGEMENT ELEMENT  
City of Oceanside, California

INTRODUCTION

The Public Facilities Management Element (PFME) provides a framework for growth management in accord with the strategy recommended by the Balanced Growth Committee and approved in concept by the City Council in January, 1978. It culminates four years of work by the Balanced Growth Committee, bringing together many of the Committee's recommendations that have already become City policy. Publication of the PFME completed the December 1976 assignment to John Blayney Associates (JBA) to prepare a growth management strategy. Six working papers prepared by JBA and numerous Planning Department reports have developed the concepts and data that are the basis of the PFME. This material is referenced but not included in the present report.

An issue prompting study of growth management alternatives in 1976 was how to respond to residential development proposals when the Oceanside Unified School District was reporting that it was unable to provide school space for students expected in the new housing. In 1977, it became apparent that the number of residential units approved that will be served by the San Luis Rey Sewer Service System will require the full treatment plant capacity. A moratorium on further processing was enacted in September, 1977 and was allowed to expire in September, 1978 based upon assurances that the expansion project would be complete and operational in mid-1980.

With the City's 40 square miles only 20 to 25 percent developed, the broader question was how large population increases can be accommodated without a serious deterioration in the quality of public facilities and services. Between 1973 and 1976, the City's revenues increased by 15 percent, while operating costs grew by 23 percent. Now, passage of Proposition 13 places further





1

restrictions on the City's revenue raising capability. Most California cities face similar problems, but Oceanside's high growth rate, particularly in low and moderate priced housing, and its failure to attract accompanying retail and industrial growth, make the need for a comprehensive growth management strategy urgent.

More than 1,600 new housing units were built in Oceanside during 1977, a 6.5% increase in the housing stock. The average annual compound growth rate since 1970 has been 6.3 percent, bringing population to 66,000 by the beginning of 1978. The 4,400 units approved in 1977, combined with carryover approvals from previous years, total 6,600 units--a four-year supply at the 1977 construction rate. Even without additional sewage treatment capacity, there need be no building slowdown before 1982.

The Balanced Growth Committee's concern with growth management has focused on two primary objectives: <sup>a</sup>

1. To raise the amount of money necessary to meet capital needs resulting from new development without adding to the burden borne by other taxpayers, now or in the future.
2. To influence the timing of development and to direct it to those locations within the City that avoid or minimize any adverse fiscal, economic, social or environmental impacts.

After reviewing methods available to the City to achieve these objectives, the combined use of two strategies was recommended by the Committee: <sup>b</sup>

1. The use of multi-purpose assessment districts for major capital facilities (streets, water, sewer, and drainage).
2. The current and possibly revised use of development impact fees for the provision of other facilities.

---

a. JBA Working Paper #5 October 19, 1977 (pg. 5), Annual Report, Oceanside Balanced Growth Standing Committee, Adopted by City Council, June 14, 1978, (pg. 11)

b. *ibid.*





These recommendations were made six months before passage of Proposition 13 drastically altered local government finance in California. It is too early to assess the long term impacts of Proposition 13, but the PFME takes account of the changes that now are evident. If anything, the strategies recommended by the Balanced Growth Committee are more necessary to achieve the Committee's objectives now than they were before June 6, 1978.



## AUTHORITY

State planning law authorizes the City to adopt a public facilities management element. Specifically, Section 65303 of the Government Code provides that a general plan may include any of the following elements:

- (E) A public services and facilities element showing general plans for sewerage, refuse disposal, drainage, and local utilities; and rights of way, easements, and facilities for them.
- (F) A public building element showing locations and arrangements of civic and community centers, public schools, libraries, police and fire stations, and other public buildings, including their architecture and landscape treatment of their grounds.
- (K) Such additional elements dealing with other subjects which in the judgment of the planning agency relate to the physical development of the county or city.

A public facilities management element need not contain all the information suggested in the Government Code, but should be tailored to the needs of each city.

The PFME will be carried out by ordinances and resolutions setting fees and establishing assessment districts. Its power as a set of policies is derived from the requirements that no subdivision or rezoning can be approved which is inconsistent with the general plan (Government Code, Sections 66473.5 and 65860).





## RELATED STUDIES

Although the PFME provides a framework for growth management, its use is dependent on preparation or updating of utility plans and certain General Plan elements.<sup>c</sup> The following work is scheduled:

1. Update Water Master Plan. (In progress)
2. Update Sewer Service Plans. (In progress)
3. Prepare Major Drainage Plan. (In progress)
4. Revise and update Major Street Plan (authorized for beginning of work in 1978). This is necessary both to verify adequacy of design and to determine whether impact fees (if any) should be collected by trafficshed or citywide. The results will be incorporated in a revised Circulation Element.
5. Revise Population and Housing Element. (Scheduled for completion by June 1, 1979)
6. Revise Land Use and Environment Resource Management Elements. (Scheduled for fiscal 1978-79)
7. Revise Public Safety Element. The fire capital facilities fee and findings of the Master Drainage Study are to be incorporated in fiscal 1978-79.
8. Revise Education and Recreation Facilities Element. Revision of park standards and incorporation of school impact fee policies is scheduled for fiscal 1978-79.

The revisions are required for two reasons:

- Current standards are the essential basis for determining development sequence and charges as prescribed in the PFME.
- Revisions are needed to meet the "internal consistency" requirement of State Planning Law. Each element of the General Plan must be consistent with other elements.

---

c. JBA Working Paper #6, Feb. 28, 1978, pp. 3-6.





## MAJOR POLICIES

1. Growth should be managed so that public services to current residents will not be adversely affected by new development.

With reduced tax resources, California cities may not be able to maintain or improve service standards. The policy calls for management of growth to avoid aggravating the problem.

- 2a. Use single and/or multi-purpose assessment districts in combination with development impact fees and/or on and off-site improvement requirements as determined by the City Council to provide major public facilities (water, sewer, drainage and traffic) which must be in place prior to occupancy.

The PFME encourages the use of single and/or multi-purpose assessment districts to provide major water, sewer, drainage and traffic facilities. The use of such districts provides the City the maximum assurance that such facilities will be in place when they are needed and that such facilities will be of sufficient capacities to accommodate anticipated growth. In recognition of the fact that the underlying purpose of the PFME is to ensure that adequate facilities are provided in a timely manner, developer impact fees and/or developer provided on and off-site facility improvements of sufficient scope and capacity to accommodate anticipated growth are appropriate mechanisms so long as assurances of required facility provision can be demonstrated prior to or in concert with the approval of Tentative Maps, Development Plans, Conditional Use Permits and Parcel Maps. Developer impact fees will be established upon the completion of necessary studies. In the interim, conditions may be attached to Tentative Map, Development Plan and Conditional Use Permit approvals to ensure adequate facility provision. However, Developer Impact fees are not intended to be used for water storage facilities.

- 2b. Existing "potential improvement districts" should be formed or the specified facilities provided for in concert with or prior to the approval of Tentative Maps, Development Plans, or Conditional Use Permits within the "potential districts". The past practice of providing service upon the payment of "pre-assessment" fees for projects in "potential districts" should be discontinued.

Under the provisions of Ordinance 76-20 (and as implemented by Resolution Nos. 78-44 and 78-45) Potential Water Improvement Districts were established for the Talone and Guajome Highlands water reservoirs and major water distribution lines. A "pre-assessment" fee was determined on an acreage basis and has been a required condition on subsequent Tentative Map, Development Plan, and Conditional Use Permit approvals. Water is "borrowed" from an existing City reservoir. The



practice of "borrowing" water storage based upon pre-assessment should be discontinued and no new "potential" water districts formed. The past practice of collecting "pre-assessment" fees for water improvements reduced incentives for development within a formed assessment district and slows the formation of new districts. Additionally, since the "pre-assessment" fee was determined on a flat acreage basis no relationship exists between the actual usage of water facilities and the amount of the pre-assessment levy (i.e., the "pre-assessment" fee on one acre of land would be the same whether or not two units or ten units were constructed on that one acre). Finally, and most importantly, due to the fact that the pre-assessment fees have been based on estimates of future assessments during a period of rapid escalation of construction costs it is likely that residents may have to pay an additional assessment when the "potential district" is actually formed.

3. Avoid direct controls on the number or location of new housing units to be built, but provide financial incentives for projects where services can be provided to new and old residents at least cost.

The PFME does not block development in any residential area designated by the Land Use Element, but it proposes incentives for development in areas now fully or partially served. City staff time would be concentrated on assessment district formation in the most efficient locations, but land owners could finance assessment district proposals elsewhere, recovering the front-end costs from assessments when the district is formed. However, the City Council may disapprove formation of the assessment district if it finds the location, size, or timing to be inconsistent with Policies 1 or 7.

4. Development impact fees, paid at the time building permits are issued, should be used to provide public capital facilities not provided by assessment districts, and to cover the buy-in cost for a share of the City's capital plant that has been financed from property taxes and general obligation bonds.

See further discussion under Financial Policies. Development impact fees, which are not new to Oceanside, will become a more important source of revenue if service standards are to be maintained in developing areas.

5. The PFME is concerned with urban development and the services it requires, not with specific land uses. Impact fees should be based on the impacts created by each use.

A non-residential project would pay any necessary fees for traffic based on the need it would generate, but would not contribute to schools or parks.





6. Non residential development project proposals in areas of the City which require a multi-purpose assessment district shall be accepted and processed and in some cases approved prior to the formation of a necessary district, so long as the specific service demands generated by the project can be accommodated in the short term by existing basic facilities.

This policy is necessary to recognize the importance of non residential development to the City's fiscal health. Development application for non-residential projects will be reviewed and evaluated on a case by case basis with particular focus on water, sewer, and drainage needs. Projects not exhibiting extensive demands for these facilities could be approved prior to actual district formation. As a condition of approval, the applicant should agree to support the eventual formation of the necessary district.

7. Growth should be managed so that new residents who pay impact fees will benefit directly from the facilities that are built within a reasonable time after they move in.

Impact fees will provide the facilities they are intended to finance before most original buyers move in only if development is concentrated in areas large enough to raise enough money to buy a park, for example, and small enough to be within the standard service distance of residents who have paid the fees.

8. All previously approved Tentative Maps, Development Plans, Conditional Use Permits and Parcel Maps for the creation of residential lots remain valid and will not be affected by the policies contained in the PFME with respect to basic services regardless of where the approved project is located.

Previously approved projects in areas that do not have full basic services may become final if maps are recorded before expiration of the approval period. Such approved projects would carry responsibility for provision of basic services in accord with the original conditions of approval, as well as for development impact fees in effect at the time building permits are issued.





- 9a. Approved Specific Plan, Planned Community Development or Planned Residential Development (Master Plans) in an existing identified "Potential Water Improvement District" shall be provided limited consideration with respect to the approval of Tentative Map, Development Plan, and Conditional Use Permit applications in accordance with Ordinance 76-20 which established the framework for these "Potential Water Improvement Districts".

In recognizing limited commitment on the City's part to Master and Specific Plans in areas where "Potential Improvement Districts" have been established in accord with Ordinance 76-20 (specifically Resolutions 78-44 and 78-45 establishing pre-assessment fees in the Talone and Guajome Highlands potential water improvement districts), the City will continue to accept "pre-assessment fees" as conditions of Tentative Map, Development Plan and Conditional Use Permit approval on a limited portion of Specific or Master Plans approved prior to the adoption of this Element, provided that it can be demonstrated that sufficient water storage capability exists to serve the proposed development as specified in Ordinance 76-20. This exclusion represents an equitable phase-in to the implementation of Policy #2b, and should be limited to a total of 300 additional dwelling units of approval for any given Master or Specific Plan within an established "potential district". Tentative Map, Development Plan or Conditional Use Permit approval of such units under the provisions of this exclusion would have to be secured within two years from the adoption date of this Element, at which time this policy would cease to be in effect.

10. Multi-purpose assessment district improvement costs should be apportioned according to land development capability, and development intensity should be regulated accordingly.

State enabling legislation (1913 Act) provides that parcels are to pay "in proportion to benefits received". Where environmental constraints limit development potential, the assessment should be low or nil. This policy will minimize pressures for authorization of unwarranted development intensity on the basis that an assessment has been paid.



## SERVICE STANDARDS

### Basic Facilities

The following four basic facilities identified by the Balanced Growth Committee should be provided in accord with the standards described below.

Water Supply and Distribution: Oceanside buys water from the San Diego County Water Authority, but is responsible for storage and distribution. Facilities are funded by assessment district except in older portions of the City that already have service. New development in unserved areas should be approved only where an assessment district is formed that will provide storage and distribution prior to occupancy.<sup>d</sup> The system should be designed for a logical service unit (all or a portion of an assessment district) to allow for full development of the service area at the intensity proposed by the General Plan. If facilities of benefit to property not assessed are required to be built, provisions should be made for reimbursement of owners of property assessed from later assessment of the property benefited. If the site of a proposed development does not meet these standards, a decision among the following alternatives should be made:

- Approval based on plans to improve the water system using revenues from Citywide connection fees and user charges. This would be appropriate in some infill locations.
- Approval upon payment of fees by the developer adequate to cover the development's share of needed improvements.
- Deferral of approval until a plan for financing water service can be prepared and approved.
- Deferral of approval until the supply of developable land with water service is reduced or extension of service to nearby land makes further extension logical.

---

d. Balanced Growth Committee, op. cit., p. 12





Sewage Collection and Treatment: The City has approved as many housing units as can be served by the San Luis Rey Sewage Treatment until it is enlarged. The date when additional plant capacity will actually be available is projected as mid-1980. In the event of project delays and given that the plant serves 85-90 percent of all new housing in the City, sewage capacity may become a constraint on the number of new units built. All new housing in this treatment area pays a connection charge of \$1,000 per unit, 50 percent as a contribution for plant expansion. Sewer trunks are built by assessment districts, except in older portions of the City that already have services.

New development should be approved with the continued assurance that the plant expansion project is on schedule and where an assessment district is formed that will provide collection facilities prior to occupancy. The system should be designed for a logical service unit (all or a portion of an assessment district) to allow for full development of the service area at the intensity proposed by the General Plan. If facilities of benefit to property not assessed are required to be built, provisions should be made for reimbursement of owners of property assessed from later assessments of the property benefited.

If the site of a proposed development does not meet these standards, a decision among the following alternatives should be made:

- Approval based on plans to improve the sewer system using revenues from City-wide connection fees and user charges. This would be appropriate in some infill locations.
- Approval upon payment of fees by the developer adequate to cover the development's share of needed improvements.
- Deferral of approval until a plan for financing sewer service can be prepared and approved.
- Deferral of approval until the supply of developable land with sewer service is reduced or extension of service to nearby land makes further extension logical.

Morro Hills, in the extreme northeast of the City, is zoned to require 2.5 acre, 5 acre, and 20 acre minimum sites, and is suitable for development with septic tanks. Although sewer service is not a factor in development timing in this area,



the limited market for parcels of these sizes (8 lots available in one active project at the beginning of 1978) creates little demand for other services. The low density precludes provision of facilities within the times and distances standard elsewhere in the City.

Major Drainage: The Master Drainage Plan, now in preparation, will set standards for Citywide drainage. Each assessment district (or tract in an infill area) should provide drainage improvements within its boundaries adequate to handle runoff when the drainage basin is fully developed to the intensity proposed by the General Plan. An acreage fee levied Citywide or by drainage basin may be needed to finance off-site improvements and to reimburse assessment districts or individuals required to build more than their proportional share of improvements.

Major Streets: Revision of the Major Street Plan, to be underway soon, will determine system needs for the intensity of development proposed by the General Plan. Within an assessment district, improvements should be constructed to the Major Street Plan standard. If the projection of capital needs for major street construction indicates that assessment district improvements and gas tax funds will be inadequate, an impact fee will be necessary.

If the location and traffic generation of a proposed project would result in congestion on major streets (less than Service Level C - stable traffic flow) or safety hazards, the applicant should be required to make the necessary off-site improvements (subject to reimbursement from impact fees to be collected) or the development should be deferred until financing for the improvements is assured.

If the site of a proposed development is in an infill location, but would result in overloading existing access streets, a determination should be made among the following alternatives:

- Adequacy of the standard impact fee (if any) or a special impact fee to be levied to improve access to acceptable standards.
- Formation of an assessment district to finance needed improvements.
- Reduction in the intensity of the proposed development to bring traffic generation within capacity available.





- Deferral of development approval until a plan for adequate street system improvements can be prepared and adopted.

### Other Services

Schools: Prior to development approval, the school district should determine that sufficient capacity will be available to serve the proposed development under the proposed development schedule. Prior to issuing a building permit for any new development, payment of any impaction fees due under ordinance for provision of temporary classroom space is required. The City should require that buyers of new housing be notified by the seller of the school district's current plans for accommodating new school children.

A proposed development should be within a maximum walking distance of one mile to an elementary school. If not, impaction fees should be sufficient to cover the cost of busing in addition to temporary facilities that may be needed.

Fire Service: Fire protection service should be available within a maximum response time of five minutes. In cases where a five minute response time for fire service would not be available prior to occupancy, the City should be assured that fire service can be provided according to this standard within a reasonable amount of time after project completion. Financing should be by impact fee.

Paramedic Service: Paramedic service should be provided at a maximum response time of seven minutes. In cases where such service would not be available at the time of occupancy, the City should be assured that paramedic service can be provided within a reasonable amount of time, financed by an impact fee.

Parks: Assurance that park and recreation facilities can be provided in accord with the standards to be adopted following revision of the Education and Recreation Facilities Element in fiscal 1978-79 should be obtained prior to development approval. Assessment districts should include acquisition and development of park land where suitable sites in conformity with the General Plan logically are a part of the assessment district. The portion of the cost to be borne by the assessment district would be its portion of the park service area. All residential development should be charged fees sufficient to acquire and develop a proportional share of the park system. Development proposals should not be disapproved because they are beyond the effective service distance of an existing park.



Libraries: All residential developments should pay a capital improvement fee sufficient to meet a proportional share of the capital cost and capital replacement cost of the library system proposed by the Library Facilities Element adopted in 1978. Two branch libraries are warranted by 1985. Development proposals should not be disapproved because they are beyond the two mile or 10 minute travel time standard proposed by the Library Facilities Element.





## FINANCING PRINCIPLES

### Basic Services: Water and Sewer

1. Where no assessment districts exist and water and sewers are not currently provided, development will be approved only upon formation of a district to finance sewers, water storage and distribution, and, as appropriate, major streets and drainage within the assessment district.
2. Where a single purpose assessment district exists or existing districts provide for only a portion of the need, development will be approved only upon the formation of an overlay district to provide the missing service(s).

### Basic Services: Major Streets and Drainage

3. The means of financing Citywide (off-site) major streets and drainage improvements will be determined when studies to be completed in early 1979 are available and needs are known. A citywide charge for major streets applying to all types of development would be equitable because all portions of the city are dependent on maintaining an acceptable level of service on a citywide system. Development charges might reasonably be related to trip generation for each type of land use, based on type of housing unit or acreage for non-residential uses.

Drainage charges, if needed, should be based on the amount of runoff and evaluation of the responsibility for the problem combined with the benefits received. Thus upstream development should bear a portion of the cost, even though it would not be subject to flooding if the drainage system were not built. Downstream property owners who would not be able to develop without the basin-wide system would pay a larger share.

### Other Services:

4. Capital improvement impact fees should be collected at the time a building permit is issued and should consist of two components:
  1. A fee based on share of Citywide capital improvement expansion and replacement needs represented by the proposed development.



2. A fee to cover additional construction and replacement of capital improvements directly serving the proposed development.

Capital improvement charges, currently being collected by the City for sewage treatment plant expansion, parks, fire stations (in certain areas), and signalization (on the basis of need at a particular location) were being levied prior to passage of Proposition 13. This was common practice in California cities, but the charges usually were less than the full cost because it was assumed that new residents could expect some capital improvements to be financed from the property tax they would pay. Raising the property tax rate or securing the two-thirds vote required for general obligation bonds were means available to finance all or part of capital improvements needed for expansion. In the 1970s the rate of success in general obligation bond elections dropped sharply, a precursor of the dissatisfaction that culminated in Proposition 13. Oceanside, in common with most California cities, now has no ability to pay directly for improvements or to service bonds within its share of the 1 percent tax rate limitation. Existing improvements were built with fees or with the City's share of the approximately 3 percent tax rate paid prior to Proposition 13. Newcomers will pay only 1 percent, so a buy-in charge is justified and is necessary.

In 1978 the City's Capital Improvements program listed six year needs totaling \$15.2 million plus \$11.5 million in planned projects that could not be financed prior to passage of Proposition 13 except by grants or bond issues, or other revenue sources not available then. The Capital Improvements Program included facilities for which impact fees were being collected, as well as a headquarters fire station, a fire training facility, and a computer center. If any significant portion of these facilities are to be built, the revenue will have to come from development charges (impact fees) or other sources not currently available.

The proposed basis for setting fees is as follows:

- a. Fees must be adequate to cover the full cost of non-citywide facilities serving the development (neighborhood parks, fire and paramedic facilities), including a reserve for replacement.





- b. In addition, fees must cover new construction and replacement of Citywide facilities, at least until another source of revenue emerges. This is equitable if the present value of the projected stream of fees paid by newcomers allocated is equal to or less than the current value of the share of the Citywide capital plant they will use. Property taxpayers formerly paid for construction and replacement of this system, but these payments will no longer be made by new or old property taxpayers. The exception is debt service for bonds approved prior to Proposition 13 that will continue to be levied above the one per cent tax limitation.

A lump sum capital improvement charge could be established by zone or the fee could be the sum of separate charges for each facility determined according to the needs of each zone. In the latter case the fee would be the sum of the following charges:

- a. Fire station and paramedic construction and equipment in areas not now within the standard service time/distance plus replacement cost for these facilities throughout the city.
- b. Park dedication and fee or in-lieu fee sufficient to provide land and improvements to meet Park and Recreation Element standards plus an amount needed for capital replacement.
- c. Major street construction and reconstruction (except portions funded by gas tax).
- d. For other capital items, including city offices, corporation yard, and heavy equipment, an amount sufficient to cover expansion and replacement needs.

Park fees, school fees, and library fees should be paid by residential development. Fees for construction and replacement of all other capital facilities should be based on logical measures of impact, based on type and intensity of land use:



Major streets: Anticipated traffic generation  
Major drainage: Runoff  
Fire: Building permit valuation  
City capital improvements: Building permit  
valuation

#### Function of Multi-Purpose Assessment Districts

Multi-purpose districts, of which the Pilgrim Creek Assessment District is an example, offer the most efficient means of providing all basic services. At a minimum, new districts formed should include both sewer and water if neither service meets standards. In the largest portion of the City, a new district will overlay an existing district providing one service. The case for inclusion of major streets and drainage in multi-purpose assessment district will depend on the particular circumstances in each district and the findings of current studies. Because each of these facilities must be provided within each development, it may not always be necessary for an assessment district to construct all major streets and drainage works. If an assessment district includes vacant land not yet proposed for development and street and drainage systems serving that land are not essential to the Citywide system in the near term, it is reasonable to construct them when the land is developed.

A basic strategy of the PFME is to encourage compact development by concentrating expenditures for services in small areas. When vacant land is provided with the four basic services through assessment, the owner normally will look for a seller rather than carry the annual assessment charge without any balancing income. The developer looking for land to build on will be attracted to property within an assessment district because it is ready to go -- and because City policy is to approve only development that is within a formed district.





## GROWTH MANAGEMENT DIAGRAM

The diagram on page 19 establishes four categories of service availability covering the entire City. The PFME proposes criteria for development approval in each area based on services available now.

Boundaries between areas on the map follow existing assessment districts in most instances, but in portions of the City that have developed without assessments districts for sewers and water service, the boundaries are general. Decisions on whether a proposal is consistent with the PFME in these areas must be made on the basis of more detailed study of the particular parcel or project with reference to the intent of the PFME, just as would be done in determining allowable land uses illustrated on the Land Use Element of the General Plan.

Development projects have been approved in some areas lacking services. Although these approvals would not be consistent with the PFME, the manner of providing services was deemed satisfactory at the time approval was granted. The standards of the PFME do not apply to final maps recorded within the approved time limit, but should be made a condition of any extensions of tentative map approval.

### Group 1 Areas:

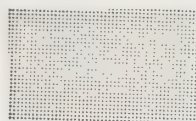
1-A areas are portions of the City that are largely developed and have sewer and water service available. Schools, parks, fire and paramedic service, and library service also are within standard distances. In some instances schools are presently or potentially overburdened, but the corrective measure is to build additional school space at locations that will shrink the attendance areas for existing schools rather than defer infill residential development.

New development in Group 1-A areas should pay basic connection fees for sewer and water service and basic development fees for parks, libraries, and other capital facilities. These may include major streets and drainage, depending on the outcome of studies to be completed this year. Although some of the fees may not be spent for facilities directly serving the new development, they are justifiable as a "buy-in" charge.





## MANAGEMENT AREAS (See text for complete explanation)



Group 1-A

Sewer and water service available.  
Basic impact fees required.

Group 1-B

Water service available; sewers not  
proposed. Basic impact fees required.



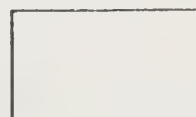
Group 2

Sewer and water assessment districts  
formed. Additional facilities may be  
needed. Basic impact fees plus fees  
adjusted to cost of new facilities serving  
area required.



Group 3

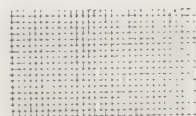
Sewer or water assessment district formed.  
Overlay assessment district needed and  
additional facilities may be needed. Basic  
impact fees plus fees adjusted to cost  
of new facilities serving area required.



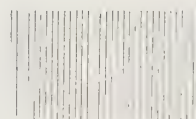
Group 4

Assessment district not formed. City  
staff work to provide facilities to be  
deferred as long as wide choice of sites  
remains in Group 2 and Group 3 areas.

## STATUS OF APPROVED SUBDIVISIONS, JUNE 1978.



Under construction.



Tentative map  
approved.

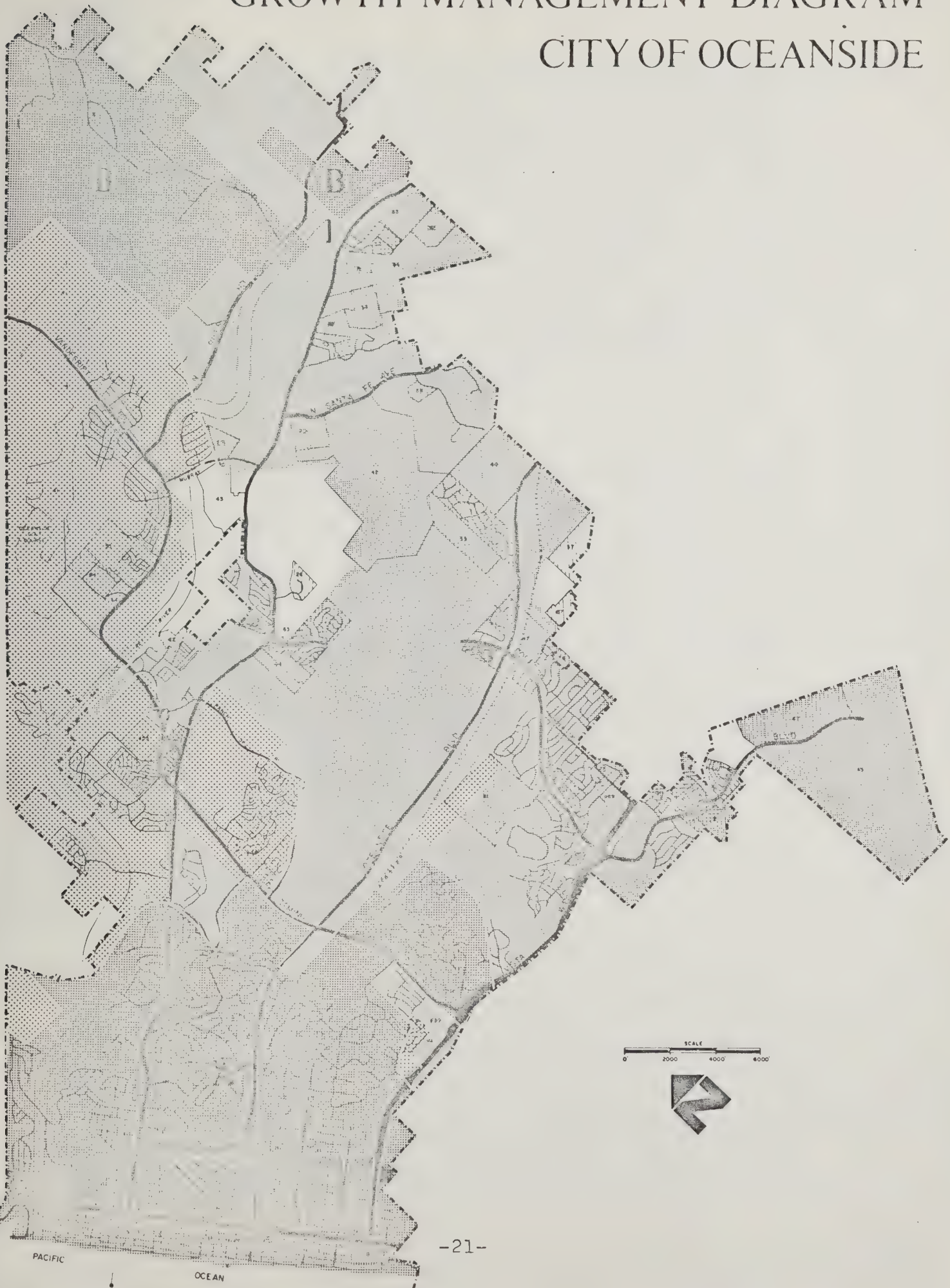
Services were deemed adequate at time  
of approval, so assessment district  
policies of the PFME do not apply if  
map is recorded within current time  
limitation.

Source: John Blayney Associates

Urban and Regional Planners  
San Francisco, California

Base map and development status: Oceanside Planning Department.

# GROWTH MANAGEMENT DIAGRAM CITY OF OCEANSIDE







New development in Group 1-B areas (Morro Hills) should pay basic connection fees for water service and basic development fees for parks, libraries, and other capital facilities. Group 1-B areas have 2½ to 20 acre minimum parcel sizes and will not have sewer service. Although all Group 1-B areas are beyond standard distances from parks, schools, library, and paramedic service, and most of the area is more than 5 minutes from a fire station, this is not sufficient reason to delay development until better served areas are nearly built out. The effective demand for homes on large lots is limited, so the number of units built will not cause major impacts. Further, because of its low density the Morro Hills area is not expected to have the same proximity to services as other portions of the City.

### Group 2

These areas have assessment districts formed that provide sewer and water and, in the case of Pilgrim Creek assessment district, drainage as well. They are in most instances beyond standard service distances from several services -- schools, parks, fire, paramedic, or library. Although there is considerable variation in service shortcomings in Group 2 areas, attempts to allocate impact charges precisely appear arbitrary. Because substantial water and sewer improvements either exist or are assured, development should be approved at any location in a Group 2 area. At some locations, overlay assessment districts may be needed to construct additional water or sewer mains. Development impact fees higher than those in Group 1-A are appropriate because the capital cost of providing the facilities will be much higher than in Group 1-A areas.

Where assessment districts are needed to provide additional facilities, Group 2 areas would have priority for City staff assistance ahead of Group 3 areas.

### Group 3

These areas now have an assessment district formed and improvements financed to provide water or sewer service, but not both. Because the City has agreed to provision of at least one major urban service, it would not be reasonable to deny owners the opportunity to provide all services necessary for development approval. Districts to be formed to provide additional service should provide all basic services (water or sewer, drainage, and major streets) except those that would be financed by development impact fees in the same manner as in Group 2 areas.



Group 3 encompasses the major portion of the City lacking sewer or water and will be the area in which the growth management strategy will have the most impact. Requests for district formation consistent with all elements of the General Plan should be considered in order of receipt. Decisions on the size and configuration of districts approved should be based on the following criteria:

1. Support of landowners whose holdings would be within a logical district boundary.
2. Location of the district as it affects levels of service for areas already developed. As a general rule, impact fees collected in projects adjoining existing development are most likely to enable provision of full services to both the new and the existing development.
3. Availability of City staff time. If work on a proposed assessment district cannot be done by the City staff due to lack of time, landowners may elect to retain private engineers whose fees would be payable by the district if and when it is formed. City staff time would be reimbursed by districts that are formed.

#### Group 4

These areas now have neither sewer or water service and are not in an assessment district formed to provide either of these services. Owners are paying no assessments. Because there is a 10-20 year supply of land that is fully or partially served, there is little justification for approval of development in Group 4 areas except in subdivisions already recorded. Development impact fees for subdivided land should be determined in the same manner as in Group 2 and 3 areas. Spreading the same amount of development over a larger area is likely to make services more costly and will delay the time when partially developed areas can be fully served.

There is one large Group 4 area surrounding the unincorporated island north of Mission Avenue east of Mission San Luis Rey.





Other Group 4 areas are small and may be suitable for economical extension of services when adjoining land in Group 3 is developed. The City should not provide engineering services leading to the formation of assessment districts in Group 4 areas, but it should allow owners to finance the planning, engineering, and other tasks preparatory to creation of an assessment district. The Council would then decide whether formation of the district is in the public interest.

#### Facilities Improvement Map

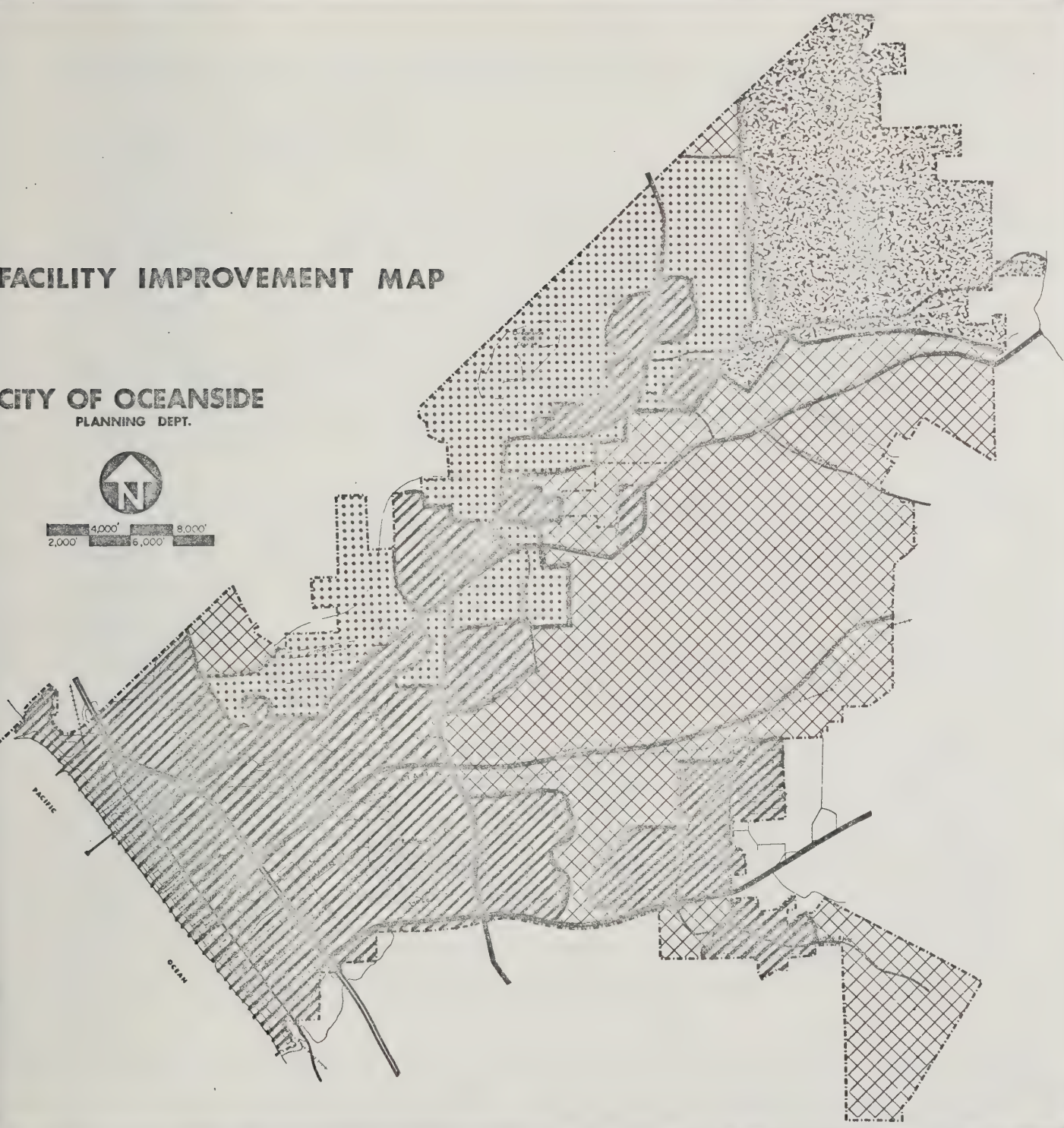
As was noted, the growth management diagram and map presented on Page 25 depicts a general breakdown of lands that have been assessed in the past for specific major water and sewer improvements. However, several of these districts were formed years ago, and under different land use development assumptions than exist today. As a consequence, lands that were originally included within some service districts cannot now be adequately served without additional major facilities being required.





In order to clarify what additional improvements are actually needed a Facilities Improvement Map has been prepared and is presented on the following page. The map is fairly self-explanatory and follows in general terms the boundaries depicted on the Growth Management Diagram. However, it more clearly distinguishes what are anticipated to be necessary future basic facility improvements that, in most cases, should be provided for through multi-purpose assessment districts, if feasible. Decisions on whether a development proposal is consistent with the Element in these areas must be made on the basis of more detailed study of the particular parcel or project proposal with reference to the intent of the PFME, just as would be done in determining allowable land uses illustrated on the Land Use Element of the General Plan.



**FACILITY IMPROVEMENT MAP**

**CITY OF OCEANSIDE**  
PLANNING DEPT.



- Urbanized Areas.....
- Non-Urban Areas.....
- Potential Traffic and/or Drainage Required.....
- Potential Traffic and/or Drainage and Water Required...





## FINANCING ISSUES AND ALTERNATIVES

### Development Impact Fees

Acceptance of the concept that fees collected at the time land is developed are the only presently available method of building and maintaining the City's capital plant is an extension of the "connection charge" system now used to finance municipal utilities. The difference is that monthly service charges can be adjusted to accumulate funds needed for capital replacement in utilities systems but this would be much more difficult for parks. Therefore, capital replacement costs must be included in the original fee. User charges may become necessary for the library system.

Depending on standards and assumptions about future construction costs, the justifiable total development fees could vary substantially. In practice, the fee levels Oceanside sets will influence and be influenced by the policies of neighboring communities. If Oceanside's fees were much higher, Oceanside property owners and developers would be at a competitive disadvantage. If they were much lower, Oceanside would be likely to receive a disproportionate share of lower priced housing.

The traditional argument against fees has been that they are passed to the buyer and raise the price of admission to the community. While this still may be true, it is arguable that some of the fee will be paid by the landowner and developer. Because Proposition 13 reduces property taxes by about 60 percent, the buyer of a \$50,000 house can now afford a \$57,500 house, assuming a 25 percent marginal tax rate and a 10 percent capitalization rate on the disposable income saved. It is not likely that all of this "saving" will be passed on to the buyer. The landowner, the builder, and the City may claim shares.

Following Proposition 13, dozens of California cities have raised development fees. The number of cities with total fees approaching \$5,000 per residential unit is increasing. The school support fee per single family dwelling unit now is \$2,200 in Thousand Oaks, while Dixon charges \$1,000 in recreation bedroom taxes for a three bedroom house. Irvine and San Juan Capistrano have established a new systems development charge for capital improvements at 1 percent of building permit valuation for all new construction.





School impact fees, now set at \$700 per unit in the Oceanside Unified School District, may rise sharply, although possible assumption by the State of the full responsibility for financing public education would relieve this burden.

The adequacy of the fees collected to build facilities that can be used by those who ultimately pay the fees must be considered. A fee per unit determined by dividing total capital needs by the number of units ultimately to be served may be inadequate to provide the service for residences until 10 to 30 years in the future. On the other hand, a fee that is sufficient to provide the service in the near future can be regarded as a "windfall" when additional units served by the facility are built without the need for additional outlay. Minimizing this problem is a major reason for creating incentives to compact development. The problem cannot be eliminated, so it is reasonable to expect that new areas will have facilities built with fees collected from old areas and that, in turn, the fees collected after the facility is in place will be diverted to another new area. This is exactly what happened when property taxes or general obligation bonds were used for capital improvements.

#### Operating Costs

Because capital needs represent only 10 to 15 percent of the outlay of California cities, development fees that cover capital improvement needs could result in construction of facilities the City cannot afford to operate. Before Proposition 13, Fresno was disapproving developments that did not appear to be capable of generating revenues sufficient to cover operating costs during the first five years or requiring that a guarantee be posted to cover any deficit. Depending on how fees are set and on what other sources of revenue are found, it may be necessary for Oceanside to adopt this practice.

#### Assessment District Financing

Prior to passage of Proposition 13, use of the Improvement Bond Act of 1915 appeared to be the most desirable form of financing for multi-purpose assessment districts. However, the 1915 Act requires assumption of a limited liability by the City in the event of default (equivalent to \$.10 on the property tax rate). Now that cities no longer are in a position to commit property taxes, 1915 Act bonds cannot be sold unless the bond market will accept other revenue sources as sufficient guarantee. Development impact fees held in reserve are a possible source.



The Improvement Act of 1911 provides for issuance of bonds that are a direct lien on each parcel within an assessment district instead of the district as a whole as in the 1915 Act. Either the bonds must be paid off prior to subdivision, or the holders of the bonds must agree to permit bond splits. If the bonds are split, the bond still would have to be paid at the time of sale unless the institution providing take-out financing is willing to make loans with an existing assessment lien. Even if a home buyer could leave a 1911 Act bond against his property, it may be to his advantage to pay it off and assume the cost as part of the mortgage. Because 1911 Act bonds usually mature in 10 to 15 years and have equal annual installments of principal, the annual bond service is high and is approximately twice the amount in the first year as in the last year. Inclusion in the home loan would result in a higher rate of interest but lower monthly payments.

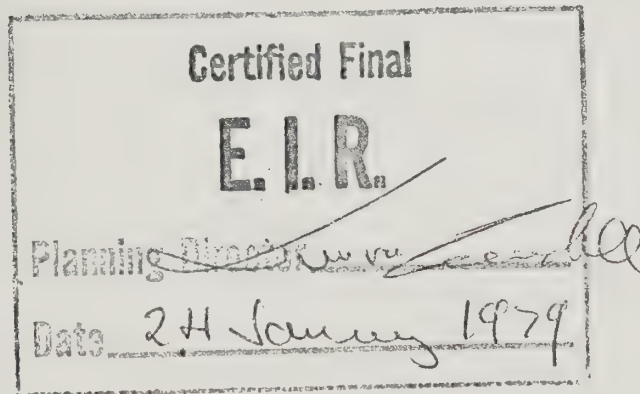
All bonds for Oceanside assessment districts have been issued under the 1911 Act.





FINAL ENVIRONMENTAL IMPACT REPORT

on the  
PUBLIC FACILITIES MANAGEMENT ELEMENT





## INTRODUCTION

The California Environmental Quality Act (CEQA) requires the City of Oceanside to conduct an environmental assessment before taking any action that might have a significant effect on the environment. Adoption of the Public Facilities Management Element (PFME) falls within the purview of CEQA because it establishes a growth management system affecting the timing and location of development in Oceanside. The purpose of an environmental assessment is to ensure that adequate consideration is given to potential environmental effects in the decision-making process, and that alternatives are considered, including feasible mitigation measures to minimize or eliminate any potential adverse effects. The law defines significant effect as a "substantial, or potentially substantial, adverse change in the environment."

An environmental impact report (EIR) is intended to be a full disclosure document, indicating clearly what environmental values may have to be sacrificed with adoption and implementation of the Public Facilities Management Element. Because impact analysis has played an important role in formulation of the City's growth management strategy and the PFME itself, analysis and documentation of environmental effects has been an integral part of the planning process. Since much information on the environmental setting and the impacts of the City's General Plan (notably the Land Use and Environmental Resource Management (ERME) Elements) and specific development projects is readily available in published form, it is not repeated here. Rather, the EIR focuses on those facets of the environment most likely to be affected by adoption and implementation of the PFME, with reference to supporting technical studies where appropriate. This streamlined approach to environmental assessment made possible by the 1976 amendments to CEQA should facilitate public review and adoption of the proposed PFME.



## SUMMARY OF FINDINGS

The net impact of the Public Facilities Management Element (PFME) on the physical environment -- both the natural and urban physical environments -- would be favorable. The effect on the fiscal condition of the City of Oceanside and the five school districts within the City also would be favorable. These benefits are achieved by the PFME's strategy of requiring basic urban services to be provided through formation of assessment districts and by collection of impact fees to be used for construction and replacement of other public facilities. The PFME is intended to promote a compact development pattern that minimizes public costs and enables provision of full services at the earliest time. Impact fees proposed by the PFME are necessary sources of funds for construction of capital improvements (sewage treatment plant expansions, parks, streets, etc.).

A compact development pattern and payment of impact fees is expected to cause an increase in the sales price of some Oceanside housing. This adverse impact on potential residents could be mitigated only by accepting adverse impacts on the cost and quality of public services that, in turn, could not be mitigated. Adding as many as 21,000 housing units by 1995 without ensuring that service standards are met would result in potentially significant adverse impacts on the natural and urban environments (fiscal, social, economic, and physical). The extent to which adverse impacts of the PFME on housing costs can be mitigated without unacceptable impacts on the environment cannot be measured by this DEIR. Decisions on formation of assessment districts and setting impact fees must take account of the conflicting impacts.

## PROJECT DESCRIPTION

The PFME is a General Plan element comprising a growth management strategy for the City of Oceanside, San Diego County, California. A statement of the objectives sought by the proposed project and the strategies to be employed is found on pages 1-3 of the PFME. In summary, the objectives are to raise the money necessary to meet the capital needs resulting from new development and to influence the timing of development, directing it to locations within the City that avoid adverse impacts. The strategies employed are the use of multi-purpose assessment districts to provide major capital facilities and impact fees for other facilities.





## ENVIRONMENTAL SETTING

Oceanside, the most northerly coastal city in San Diego County, is a partially urbanized community, having 20 to 25 percent of its 40 square miles currently in urban use. Specialized agricultural areas (limes, avocados, truck crops) exist in the eastern portion of Oceanside, while the bulk of urbanization has taken place in the western one-third of the City.

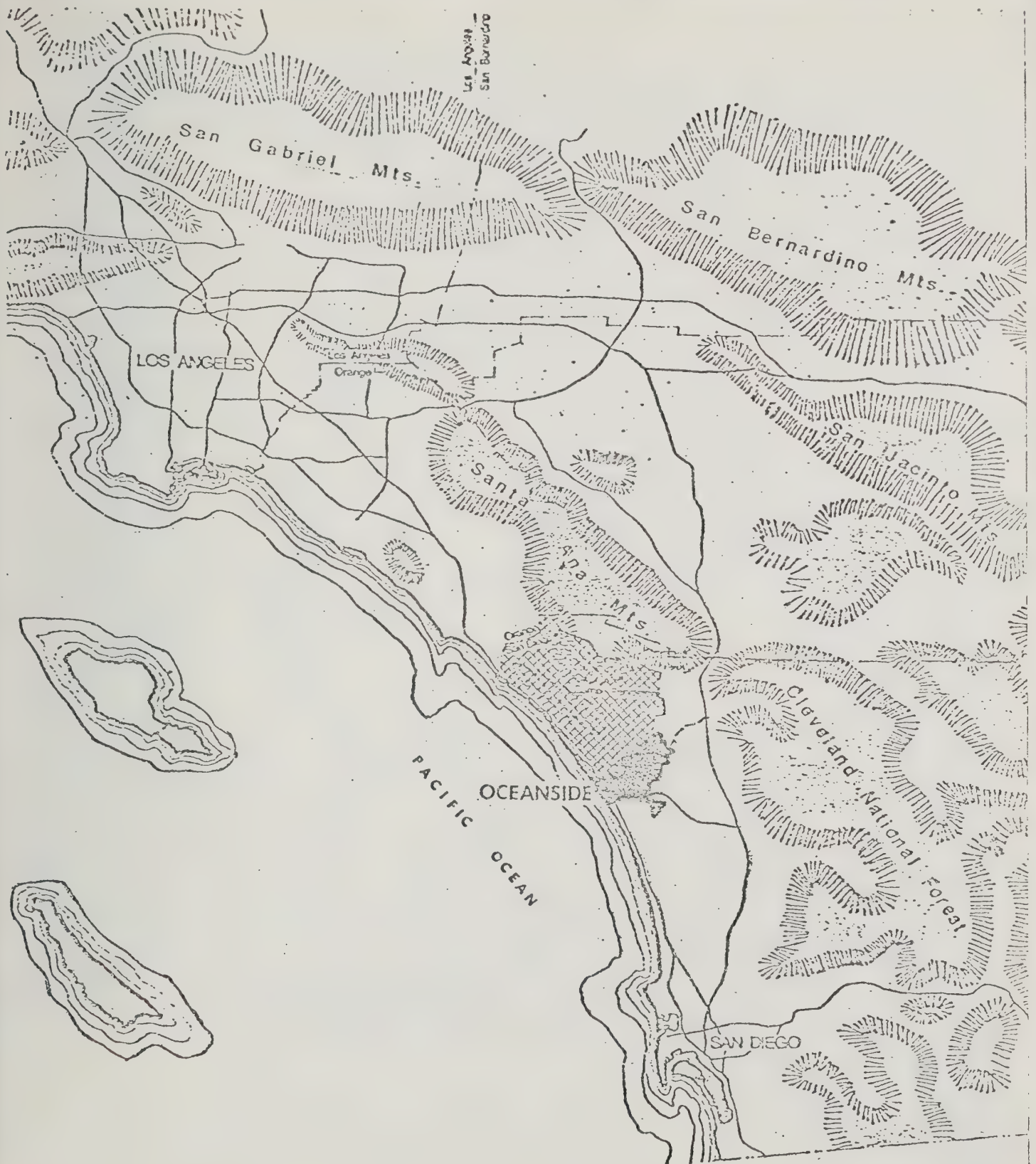
Current population is estimated at 66,000, slightly less than half of the holding capacity likely to be reached if development conforms to the Land Use Element of the General Plan. Although Oceanside is the largest city in the north County, it does not have major industrial employers, and the regional shopping center and major automobile dealerships are in adjoining Carlsbad. In 1975, 25 percent of Oceanside's households were retirees and 20 percent were military. Camp Pendleton (U.S. Marines), adjoining Oceanside to the north, remains the largest factor in the City's economy, but there is increasing commute to industrial areas in San Diego and potentially to Orange County.

During the 1970s, Oceanside has added an average of 1,500 housing units per year, and it is expected that development will continue in the range of 900 to 2,000 housing units per year through 1995. This represents a plausible range of 2.9 to 7.0 percent compound annual growth through 1995, compared with 6.3 percent during the period 1970-1978. Within this range of potential growth it is expected that the eastern portion of the City will become predominantly or fully urbanized.

The topography of Oceanside consists of low rolling hills interspersed by flat creeks and rivers typical of the coastal areas of much of Southern California. The highest elevations in the northeastern portion of the City are 800 feet. No major active faults are located within the City, although the four major soils series in Oceanside pose erosion problems. Most of the open land will require special considerations in the design of future housing developments to alleviate the potential for erosion and related effects and some areas designated for residential use in the 1975 Land Use Element may not be buildable.

In 1977 federal and state air quality standards were violated frequently in Oceanside. The oxidant (photochemical smog) standard was exceeded 69 days; the non-methane (reactive) hydrocarbon standard 222 days; and the suspended particulate standard 73 days.





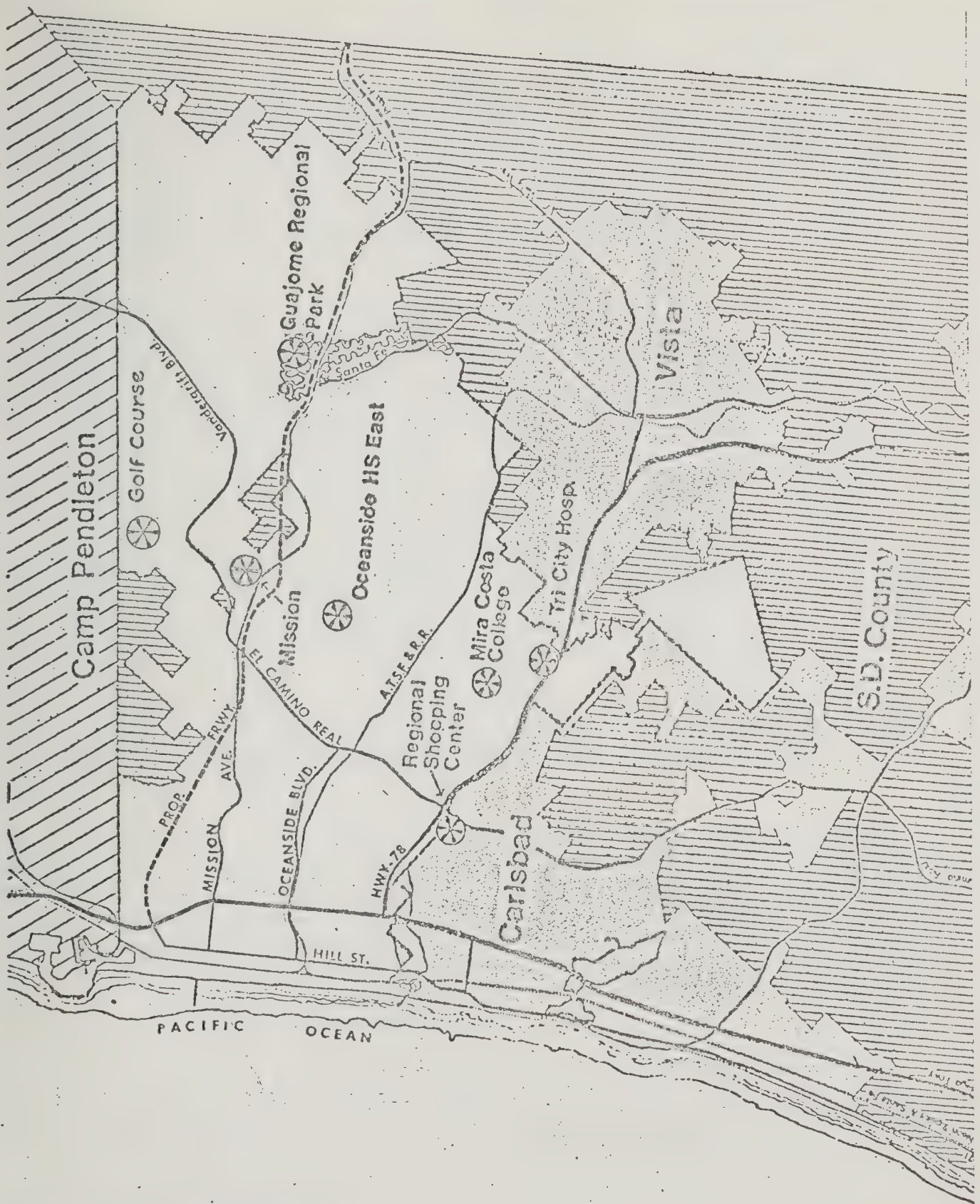
# CITY OF OCEANSIDE



LOCATION MAP







CITY OF OCEANSIDE



LOCATION MAP, Cont'd.



Nitrogen dioxide levels rarely exceed the standard, and carbon monoxide and sulphur dioxide are not serious air pollutants in Oceanside. Sources outside the San Diego Air Basin influence air quality. Santa Ana winds frequently blow pollution from the South Coast Air Basin out to sea where it drifts southward and is blown ashore in North San Diego County. Local sources of air pollution include automobile traffic and agricultural tilling.

Oceanside is in the San Luis Rey drainage basin which includes the entire 650 square mile watershed of the San Luis Rey River from the coastal divide in the Warner Mountains to the Pacific Ocean. Lake Henshaw, the largest reservoir in San Diego County, controls the flow from the upper third of the river watershed. Major tributaries in addition to the San Luis Rey River are Agua Caliente, Buena Vista, Pilgrim, Keys, and Pauma Creeks. The Buena Vista Lagoon and the mouth of the San Luis Rey River are noted for their unique flora and fauna, and are two of the few remaining freshwater lagoons in Southern California. Most of Oceanside's groundwater supply is within the alluvial material deposited below the valley of San Luis Rey Creek and in the lower Mission groundwater basin. Due to limited rainfall, long-term overdrafts, and the use of low quality Colorado River water for irrigation, groundwater quality is considered poor.

There are three flood-prone areas in Oceanside: the San Luis Rey River Valley, Loma Alta Creek bed, and Buena Vista Creek bed. The largest of these is the San Luis Rey Valley which historically has sustained heavy damage from flooding.

The San Luis Rey Valley also is subject to flooding from failure of Henshaw Dam. Originally designed to impound 200,000 acre feet, the dam has been found unsafe by the State and is limited to 10,000 acre feet storage capacity. A DEIR on construction is being circulated. The Vista Irrigation District, owner of the dam, intends to proceed as soon as financing can be secured. Downstream properties in the San Luis Rey Valley will gain increased flood protection from any increase in dam storage capacity.

Agricultural lands mainly are in the Morro Hills and Rancho del Oro areas. Oceanside's major crops are avocados and limes. In recent years agricultural use in the San Luis Valley has decreased with the conversion of agricultural lands to urban use.

#### General Plan Elements

Oceanside has adopted the General Plan elements required by State Law: Land Use (1975), Circulation (1975), Housing (Population and





Housing, 1975), Environmental Resources Management (Conservation, Open Space, 1975), Public Safety (Seismic Safety and Safety, 1975), and Noise (1974). The City also has adopted an Education and Recreation Facilities Element (1974) and a Library Facilities Element (1978).

Several of these elements will be revised during 1978-79, both to provide policies sufficiently specific to allow the PFME to become fully effective and because policies and conditions have changed in the three or four years since they were prepared.

Land Use Element: Residential density assumptions will be revised to reflect recent development experience. Revisions will be coincident with the revised ERME to maintain consistency.

Circulation Element: The Major Street Plan, which was adopted in 1968, will be revised to correlate its proposals with traffic demand generated by the revised Land Use Element.

Environmental Resources Management Element: Revisions will be incorporated into the revised Land Use Element. Revisions will also be needed to maintain consistency with the 208 Areawide Water Quality Plan, Air Quality Management Plan, the City's Local Coastal Program, and potentially the 208 Regional Energy Plan.

Population and Housing Element: Revisions will reflect the impacts of the PFME, current federal and state housing assistance programs, and will conform to new State Housing Element Guidelines promulgated since the original element was prepared.

Public Safety Element: Revisions will include portions of the Master Drainage Plan and proposals for extending fire protection and paramedic service. New information and proposed policies related to erosion, siltation, and grading hazards and appropriate mitigation measures will be incorporated. The sequence of construction of proposed facilities will be affected by the PFME.

Education and Recreation Facilities Element: This element needs site acquisition proposals related to the PFME that can serve as a basis for the PFME. Recreation facilities will be financed through fees or assessments under the PFME, but the PFME can be used to maximum advantage only if the most efficient sequence for expansion of schools and parks has been determined. Methods of financing school construction supplanting local property taxes have not been established by the Legislature, but it must be assumed that means will be available.





## ENVIRONMENTAL IMPACTS OF THE PROPOSED PFME

The following analysis describes impacts in comparison with the "no PFME" condition which assumes development approval in accord with the policies in effect prior to the moratorium adopted in September 1977. The section titled "Alternatives to the PFME" describes the impacts of alternative means of accomplishing the same objectives the PFME is intended to accomplish.

A possible alternative that is discussed but was not developed in sufficient detail to allow comparison with the PFME would be a specific system to hold the rate of residential growth below market demand. Growth restriction is not considered an alternative that "could feasibly attain the basic objectives of the project". The economic and social impacts of severe growth limitations were deemed unacceptable by the City Council and Balanced Growth Committee and were not included in the study scope.

This DEIR discusses environmental effects in proportion to their severity. Impacts on the natural environment resulting from the PFME will be less severe than the impacts resulting from implementation of the Land Use Element without the PFME, although the PFME's influence on the timing of development will shift the location of some impacts. The potentially significant impacts directly resulting from the PFME are social and economic.

### Population Distribution

In June 1977 the Oceanside Planning Department prepared a series of growth scenarios allocating development in accord with the Land Use Element (Map, p. 34). New housing was distributed among drainage basins according to judgment, using assumptions about the average total number of units added each year and the density of new development. The "High Residential Growth / Extremely Low Density" assumption appears most useful for analysis of the PFME. The assumed growth rate of 1,185 units per year is less than the average rate during the last eight years, but would reach General Plan holding capacity by 1995. The density assumption approximates the actual density of projects recently approved. (Map, p. 30, Table, p. 31)

For analysis of the potential effect on development of the PFME, the projections have been converted from drainage basins to growth management areas. The "non-intervention" alternative to the PFME would be likely to result in the development pattern shown in Table 2, page 37.



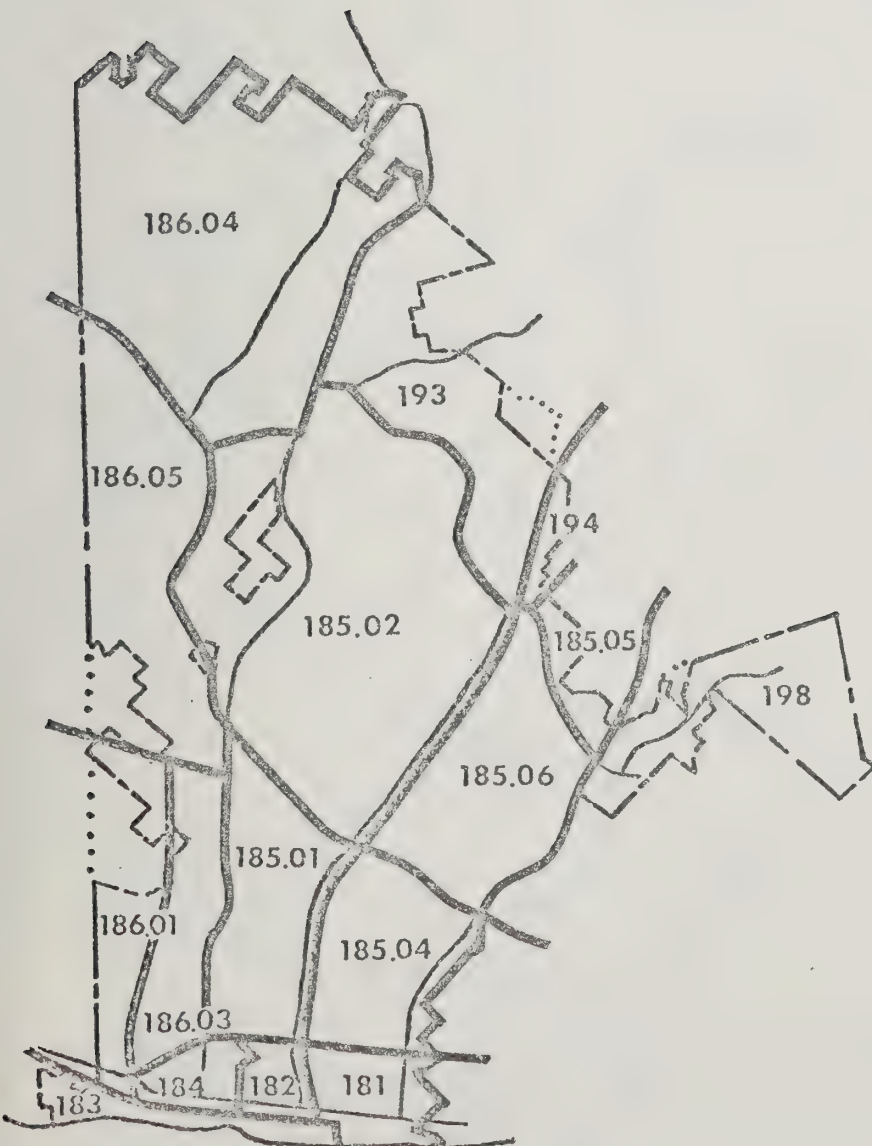
# PLANNING AREAS

LAND USE ELEMENT

- CITY OF OCEANSIDE
- ..... SPHERE OF INFLUENCE
- MAJOR STREETS
- PLANNING AREA BOUNDARIES (CENSUS TRACTS)
- 198 PLANNING AREA NUMBER (CENSUS TRACT NO.)

PLANNING AREA NO.	PLANNING AREA NAME
181	South Oceanside
182	Ditmar
183	Beach
184	Downtown
185.01	Mission Hills
185.02	South Valley
185.04	Fire Mountain
185.05	Tri-City
185.06	College
186.01	Capistrano
186.03	East Side
186.04	Morro Hills
186.05	North Valley
193	Guajome
194	Ocean-Vista
198	Lake Boulevard

## OCEANSIDE







# DRAINAGE BASINS

NS

**A-D SERVED BY LASALINA**

**E-L SERVED BY SAN LUIS REY**

**NS NOT SEWER SERVED**

1997

1

J

K

10/27/2015



H

NS

CITY OF OCEANSIDE  
Planning Dept.  
June, 1977

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TABLE 1.

## HIGH RESIDENTIAL GROWTH 1977-1995; EXTREMELY LOW DENSITY ASSUMPTION

BASIN	1977 DWELLING UNITS	UNITS ADDED 1977-1980	1980 DWELLING UNITS	UNITS ADDED 1980-1995	1995 DWELLING UNITS	1995 POP (2.5)
A	204	-0-	204	-0-	204	510
B	538	-0-	538	-0-	538	1,345
C	8,886	630	9,516	1,500	11,016	27,540
D	2,370	-0-	2,370	-0-	2,370	5,925
E	2,746	1,455	4,201	2,182	6,383	15,957
F	1,775	50	1,825	-0-	1,825	4,562
G	325	835	1,160	318	1,478	3,695
H	6,060	870	6,930	2,871	9,801	24,502
I	190	-0-	190	5,244	5,434	13,585
J	1,644	440	2,084	1,068	3,152	7,880
K	466	335	801	91	892	2,230
L	222	385	607	3,072	3,674	9,197
TOTAL:	25,426	5,000	30,427	16,346	46,773	116,932

Assumptions: Build-out of residential areas at densities of recently approved projects. Total units added: 21,346 (1,185 per year). Densities: Very low 2.0 per acre; low 3.5 units per acre; high 15+ units per acre. Note also that 1995 dwellings and resultant population are maximums, no vacancy factor is included.

Source: Oceanside City Planning Department June, 1977.



TABLE 2. PROJECTED GROWTH BY GROWTH MANAGEMENT AREA  
ASSUMING NO PUBLIC FACILITIES MANAGEMENT ELEMENT

Growth Management Area (See Growth Management Diagram)	Housing Units	
	<u>1977</u>	<u>1995</u>
1	13,353	16,353
2	5,802	13,080
3	6,271	16,960
4	0	380
Totals	25,426	46,773

As might be expected, Area 1 (most required services now available) can accommodate only 14 percent of the units to be added. The area west of El Camino has little room, and the Morro Hills area will hold only a small share at the designated low density. Group 4 areas (not in sewer or water district) are designated mainly for non-residential use, so few units can be built there. Group 2 areas are 44 percent developed while Group 3 areas are 37 percent developed. The opportunity to improve the efficiency of the development pattern lies in shifting growth from Group 3 to Group 2 areas, where more services are available, and in promoting contiguous growth in both areas. If formation of new assessment districts in Group 3 areas, as required by the PFME, were not approved until 80 percent of the capacity of Group 2 areas was committed, a substantial change in the pattern would result during the next six years. Assuming each Growth Management Area attracts a proportional share of the high projection of average annual growth, 438 units per year would be built in Group 2 areas and 521 units per year in Group 3 areas. If this growth were shifted entirely to Group 2, it could absorb six years of development before reaching the 80 percent built-out level. Tentative maps have been approved in Group 3 areas and there may be a strong case for developing some Group 3 land before Group 2. But the basic proposal of the PFME still is valid: directing development to areas already partially served is likely to save public and private costs and will provide better services to residents.





## Natural Environmental Impacts

Implementation of the PFME is not expected to have a significant effect on the geological setting. Impacts on soils, hydrological conditions, air quality, and flora and fauna are summarized below.

Soils: Soils impacts can occur in the form of erosion unless special design considerations for future housing development are incorporated to reduce the magnitude of these effects. These can include clustering to develop the less steep areas, allowance of conditions for proper establishment and maintenance of natural landscaping, and drainage treatments to alleviate the location, rate, and degree of run-off, and special engineering considerations. Designation of benefits and apportionment of costs in assessment districts to be formed as required by the PFME will take account of slopes and thereby reduce the economic pressure for development on steep slopes.

Hydrology: Surface runoff from new development will increase sedimentation, but development under the PFME coordinated with the Master Drainage Plan will result in less impact than under the "no PFME" assumption. Runoff will also contain petroleum products, detergents, fertilizers, garden pesticides, and other chemical waste products. Concentrations may be increased by the compact development pattern resulting from the PFME, but the short-term reduction in street surface will reduce the total runoff of street-related pollutants.

Oceanside has accepted certain responsibilities for implementation of the "208" Areawide Water Quality Plan. The PFME will affect erosion and siltation control and groundwater management responsibilities by its effect on the timing of development and on drainage projects.

U. S. Corps of Engineers plans for San Luis Rey River flood control could result in loss of natural habitats believed valuable by the U. S. Fish and Wildlife Service and the California Department of Fish and Game. Assessment districts formed in accord with the PFME or impact fees collected might be used to preserve some of these habitats by limiting the area to be developed and reducing the amount of trapizoidal channel required.

Air Quality: Traffic flows generated by development according to the guidelines of the PFME will increase vehicle exhaust emissions resulting in air pollution concentrations greater than those presently existing in Oceanside. The PFME will intensify pollution at specific locations, but the reduction in vehicle miles traveled and the reduction of the proportion of travel on congested streets expected to result from earlier construction and more efficient use of street improvements will reduce total emissions below the level that would exist without the PFME. The magnitude of reduction in vehicle miles traveled cannot be deter-



mind ed because the PFME does not prescribe a specific geographic sequence of development. Because air quality management is a regional responsibility achieved by joint cooperation of regional and local agencies, the San Diego Comprehensive Planning Organization (CPO) is preparing an Air Quality Management Plan. Depending on the policies finally adopted, the PFME could be the vehicle for meeting Oceanside's responsibilities.

Flora and Fauna: To the extent that compaction results from the PFME, the long and short-term adverse impacts on native flora and fauna will be reduced because fewer natural associations will be disturbed. Administration of the PFME to reduce the likelihood of disturbing natural drainageways and of massive grading will retain more of the natural habitat than under the pre-existing incentives for maximum lot yield from each parcel of land.

### Urban Environmental Impacts

Land Use: The more compact pattern of development resulting from PFME guidelines is expected to extend the period during which commercial agriculture will be viable in Oceanside. The PFME will have no effect on the land use pattern when the City is fully developed except as follows:

- Criteria for apportionment of assessment district improvement costs that reduce pressures for development of environmentally sensitive land will result in preservation of more natural topography and natural habitat.
- Certain public facilities that are substantial users of land, mainly parks, are less likely to be acquired and developed in the absence of the PFME.
- By staging the extension of public services and encouraging a compact development pattern, the PFME creates more opportunities for possible future changes in the Land Use Element in portions of the City where development commitments will not have been made.

Fire Protection and Paramedic Service: The impact on fire protection service will be positive because less development will be approved in the near future in areas beyond the five minute response time standard. Current impact fees are proposed to be increased to construct three new stations by 1986. Where sewer





and/or water are available or guaranteed through multi-purpose assessment districts, development will be approved without the availability of fire service within the standard response time. The City's ability to meet operating costs for the new stations will be unclear until the effects of Proposition 13 are better known.

Parks and Recreation: The PFME will have a positive impact on the quality of park and recreation service by concentrating development so that land dedication and in-lieu fees can be most efficiently used. The City's ability to meet operating costs for additional park and recreation facilities will be uncertain until the long-term effects of Proposition 13 can be determined.

Schools: The PFME will have a positive impact on the Ocean-side Unified School District and the four other school districts that serve portions of the City because it will result in a more concentrated pattern of development that will minimize transportation costs and allow efficient use of site and classroom space. The City has enacted an ordinance allowing the school districts to collect impaction fees pursuant to SB 201 (1977), and the Oceanside and Vista districts had secured \$2.2 million in developer agreements by May 1, 1978. The districts' ability to build and operate additional school facilities will be uncertain until a "permanent" plan for school finance in the State is adopted following elimination of local ad valorem property taxes as a major source of revenue with the passage of Proposition 13.

Flood Protection; Drainage: The PFME will have a positive impact because charges in multi-purpose assessment districts by zones of benefit will exclude flood plains and will reduce or eliminate pressures for development in hazardous areas. Impact fees, to be imposed if found necessary following completion of the Master Drainage Plan, will finance construction of improvements to reduce flood hazards.

Libraries: The PFME will have a positive impact on library service because a larger proportion of the population will live within the 10 minutes desired service radius of the existing library and because development impact fees will contribute to capital expansion of library facilities.

Water Supply and Distribution: The PFME will not affect the adequacy of water service, but will foster a more compact pattern of urban development by eliminating the practice of borrowing water service to allow development in potential water districts that have not been formed and for which the actual cost of providing service is not known.



Sewage Collection and Treatment: The PFME will not affect the adequacy of sewer service directly, although the existence of a logical growth management strategy that minimizes adverse impacts on air quality should be a favorable factor in securing federal financial participation in treatment plant expansion. The compact development pattern fostered by the PFME will minimize sewer construction and maintenance costs.

Noise: In the short term the more compact development pattern resulting from adoption of the PFME will result in marginally greater noise nuisances in developed areas. This will result from higher traffic volumes concentrated on existing streets and more construction activity concentrated near existing residential areas.

Transportation: The compact development pattern proposed by the PFME may increase traffic congestion at locations that have reached or are nearing capacity in the developed portions of the City. The necessity for reconstructing rural roads or adding new major streets in the eastern portion of the City will be postponed. Impaction fees for improvement of major streets, if charged, can be concentrated to provide relief from congestion.

The PFME will not affect the need for relief from transportation congestion because most population to be added will still reside east of the heavily congested segment of Mission Avenue that could be relieved by Freeway construction. The Route 76 Freeway project is looking at this. Additionally, public transportation programs, possibly with increased incentives for ridership could potentially contribute to relief of this burden.

Economic Impacts: The impacts of the PFME on the cost of housing and other construction in Oceanside cannot be accurately predicted because Oceanside is a segment of a metropolitan market. The PFME will result in higher initial costs of development, at least in the short run. Possible impacts are:

- Higher prices for some or all housing as impact fees are passed on to the customer.
- Sales prices will reflect conditions in the entire North County, with only a portion of the development costs that are higher or lower than in adjoining communities being passed on to buyers.
- Improved or maintained community quality resulting from the PFME may result in a stronger market for Oceanside real estate and increased property values.



Fiscal Impacts: The PFME is expected to have positive fiscal impacts because new development will contribute capital to replace and expand public facilities. With general obligation bonds and property tax increases now unavailable as sources of capital improvement financing, growth without increased fees will have a negative fiscal impact unless it is retail or industrial development generating high sales tax revenue, or unless it is infill development requiring virtually no additional City services. PFME incentives to infill development would minimize any negative fiscal impact of growth. Earlier payment for and completion of public improvements will result in lower costs -- assuming more efficient timing of construction relative to need, more efficient use, and earlier construction at lower cost if a high rate of land and construction inflation continues.

Social Impacts: Higher initial development costs will prevent some households from locating in Oceanside and may prevent some businesses from doing so. A more compact development pattern and earlier provision of public services will benefit new and old residents, particularly the transportation-deprived. Children, the elderly, and others who do not have the personal use of an automobile will have better access to schools, libraries, parks, and shopping centers. The ability to provide public transit will be enhanced.





## ADVERSE ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

No adverse impacts directly attributable to adoption and implementation of the PFME can be identified. The PFME is a set of policies directing the timing of development of use patterns portrayed by the Land Use Element. The PFME mitigates the impact on commercial agriculture by directing residential development to locations that will minimize intrusion in agricultural areas.

The only potentially adverse impact of the PFME that can be identified is the possible increase in housing prices resulting from payment of higher prices for land by developers (due to partially restricted supply) and to payment of impact fees for public improvements. In theory these costs automatically will increase the price of housing by the amount of the fees, but in practice housing prices also are influenced by other factors that may govern. Fee structure and land cost in adjoining North County communities will influence sales prices in Oceanside. The ability of buyers to commit a larger share of housing expenditure to mortgage payments now that a lesser share must be paid in property taxes also will influence prices. There is ample evidence that builders often do not attempt to build the least expensive house that can be built within a particular set of regulations. Oceanside has attracted some minimum priced development in recent years and additions to this stock surely will pass any fee increases directly to the buyer. Fee increases are likely to have less impact on higher priced housing because some landowners and builders in the housing market area would elect to raise prices and absorb the increased purchasing power if the City did not do so. Thus the direction of the impact is adverse, but the magnitude is highly speculative.

The adverse impact could be mitigated by lowering fees, approving development proposals in "potential" assessment districts, and assisting in the formation of assessment districts without regard to the amount of land available already fully or partially served at other locations in the City. Any combination of these mitigation measures would have adverse impacts on the quality and cost of public services that could not be mitigated.



## ALTERNATIVES TO THE PFME

During the course of the year-long Growth Management Study, alternative means, including various methods of raising capital and of controlling the timing and location of urban development, were systematically evaluated. The strengths and weaknesses of each alternative considered are addressed in the following sections.

### Alternative Methods of Raising Capital

Current System: This option consists of flat rate charges for each new unit for parks, sewage, schools, and fire. Water and arterial streets are possible candidates for inclusion in the system. Charges are intended to be proportional to benefits. Thus single family units pay more for parks than apartments, units in the San Luis Rey service area pay more for sewage treatment, adult housing does not pay for relief of school impaction, and units within five minutes running time of an existing fire station will not pay a fee. Only the fire charge will have any theoretical effect on the location of development, but the current \$218 to \$253 per unit charge is not high enough to induce a more compact development pattern.

Because the current system of charges does not influence the location of development, it is difficult for the City or the School District to spend the money raised to the direct benefit of those who have paid. There may not be enough collected over a short period of time in a small area to build a park, for example. If the City had a specific capital improvement program for neighborhood parks, the ethical question could be at least partially resolved. Developers who built beyond the service area of programmed parks would be offering a lower value product, although a specific means of notifying prospective buyers would be needed if they are to become aware of the difference. However, the problem is more complex because each area lacks different services. Even if the intent were to spend categorical fees in the area of origin, the needs would differ in each area. A theoretically perfect fee structure would divide the City into hundreds of districts, each with a different total fee and a different allocation among facilities.

The higher assessed valuation of the housing resulting from the charge causes the occupant to pay higher property taxes even under Proposition 13 limitations. To the extent that all housing in Oceanside and its housing market area is increased in value by an





increase in the price of new housing, the charges result in higher taxes on older housing as well. This assumes that all property will have to be taxed at the same ratio to current value to meet the constitutional equal protection requirement. The system can be defended as fair in that it attempts to charge for facilities needed by each housing unit, and attacked as regressive in that a low priced unit pays the same charges as a high cost house. Since most consumer goods do not vary in price according to the consumer's income, housing must be seen as having unique characteristics if a case for relating charges to the cost of the housing is to be made.

Current System Adjusted to Reflect Costs More Accurately:

This is recommended by the PFME in conjunction with multi-purpose assessment districts. If the intent of development charges (impact fees) is that each new unit pay the actual cost of providing certain capital facilities, the system for computing charges could be much more precise than the present one. Detailed accounting may not be practical or worthwhile, but the variables can be estimated.

Use: Dwelling units of each type, size, and occupancy have differing service needs, as do non-residential uses.

Location: The cost of extending services varies according to location and service.

Time of Improvement: Housing built where services will not be available for some time should pay lower fees because less service is received, except that building cost escalation would require higher fees to contribute to deferred projects.

Currently park fees in lieu of dedication are based on an assumed population per housing unit derived from dwelling type and density. This could also be applied to arterial street, sewer, water, and library charges. School impaction fees are not charged to adult housing and could be reduced or waived for apartments, depending on projected child population. The fire service fee adopted in late 1977 was set to recognize these variables, but is inadequate now because it assumes continuation of the pre-Jarvis-Gann tax rate.

Any attempt to match fees accurately with the cost of facilities to serve a particular area must assume that the money collected will be spent for specific projects. This may not always be in the



City's interest. It could result in half a dozen neighborhoods having accumulated enough to build one third of a park. Rather than build two parks, the City would bank the money for perhaps another five years or more before any one park could be built. The large park service areas currently defined (the City is divided into three) represent a logical effort to avoid this problem.

A wide variation in fees within Oceanside could have the same effect as if Oceanside had no fees while surrounding communities collected substantial development charges. The market would adjust to paying the "typical" fees and developers who paid much lower fees would receive a windfall.

Development or Construction Tax: Development or construction taxes usually are a single levy that may be spent for a broad list of capital improvements, either citywide or within the area where they are collected. A major advantage to the city is the flexibility in deciding what to build, where, and when. A "bed-room tax" is a development tax so named because it is based on the size of the unit and thus bears some relation to the demand for services and probably to the ability to pay. A construction tax also may be set at a percentage of the building permit valuation -- thus minimizing the burden of the per-unit flat rate charges on lower priced housing. The philosophical question as to whether public facilities should be paid for according to use or according to payment ability has no "right" answer. The construction tax has the advantage of being readily applicable to non-residential construction, although perhaps at a different rate. Combinations of bases for the construction tax can be envisioned -- part based on number of bedrooms, part on value, and part on location.

Assessment District: This is the recommended alternative (in conjunction with impact fees) and is described in the text of the PFME.

#### Alternatives for Regulating Location and Timing

The second objective of growth management, to influence the location and timing of development, requires a separate set of techniques. Each of the following systems can be combined with each of the capital accumulation devices described in the previous section, although some combinations are mutually reinforcing and some are not.



Use of Holding Zones: Although most urban subdivisions approved in Oceanside require rezoning from holding zones having minimum lot sizes of one acre or larger, there is a presumption that if the density sought conforms to the General Plan the rezoning should be automatic. This is typical of most California cities and is a result of the practice of preparing general plans that portray "ultimate" development and are unrelated to the timing of the city's ability to extend services.

In Oceanside, areas now zoned "RA" (Residential Agricultural) may have viable agricultural uses and be located where provision of urban services would not be efficient within the next 10 years. Such areas desirably might be reclassified to an agricultural zone having minimum site area requirements consistent with the ownership pattern and minimum economic units for the existing or potential agricultural use.

Areas now zoned "A" (Agricultural) with a minimum parcel size of 2-1/2, 5, or 20 acres could be reviewed to ensure that zoning and the General Plan are consistent in the sense that they are furthering the same objective. If owners of parcels 15 acres or larger anticipate creation of new small parcels nearby, they are less likely to make long-term commitments to agriculture. Where agriculture is to be maintained, "interfacing" standards may be needed with the cost to be borne by adjoining use.

Requirements might include fencing and an open buffer that would relieve the agriculturist of the difficulties of spraying and cultivating close to homes.

Re-examination of the City's agricultural zoning is in order whether or not it is to be used as a major device to control the timing of urban development.

Urban Service Area: Urban limit lines or service areas commonly are used in an effort to achieve compaction. Development proposals outside the boundary either are not accepted for review or are required to make a special showing of benefit to the community. Typically the urban service area is extended as the land supply within is reduced and capital improvements to serve new territory are programmed. A glance at the map of approved developments in Oceanside suggests that it's too late for the urban service area approach because widely scattered subdivisions already have been approved. However, policies





can change and the 1977 decision to discontinue automatic renewal of expired tentative maps revives the possibility of setting boundaries for urban service areas. A boundary could be absolute, or it could be in the form of a limit to the area in which urban densities are to be permitted. Development beyond the line would be at very low densities (without sewers and with lower park service and fire protection standards). If the market will not support the higher cost of low density housing, the land will remain in its present use until the urban service boundary is extended.

By establishing a clear policy on the sequence of development, capital improvements can be concentrated where development will occur. Land values within the line will tend to rise faster because the supply of directly competing acreage available for development will be reduced.

If used in conjunction with multi-purpose districts, the definition of the urban service area would be "portions of the City now fully served or in a multi-purpose assesment district."

Point Systems: Based on the well-known Ramapo, New York case, a number of California cities grant or deny development permission based on point scores calculated according to the availability of public facilities and services at the particular site. A specified minimum score is required and points are awarded according to proximity to schools, parks, fire stations, adequate streets, etc. For utilities a minimum point score usually is required, since no amount of park space will substitute for unavailability of sewage treatment capacity. Some systems are set to establish an absolute limit on the number of permits that may be issued during any year (by establishing a ratio of sworn police personnel to population, for example), while others may allow a developer to "buy" additional points for a project that does not reach the minimum score with cash contributions for public improvements. Point systems usually are flawed by the potential for a high score for one service to offset a low score for another. Thus proximity to a school may make up for remoteness from a fire station -- not a particularly logical tradeoff.

Point systems may be able to incorporate environmental criteria as well as service availability. Point systems foster a compact development pattern. Developers can determine in advance whether their proposed projects will qualify and the City has a systematic way of arriving at a "yes" or "no" answer. The City is forced to keep its services and facilities inventory and its capital improvement program up to date.



Although allowable and non-allowable tradeoffs may be specified, and different maximum point totals may be set for each service, the problem of adding apples and oranges and then considering only the total is difficult to avoid. When the score is just above or just below the required minimum, the logic of a total that is the sum of many debatable detailed evaluations can be questioned.

Periodic Evaluation and Ranking: The antecedent of this system is the Petaluma approach under which a maximum number of housing units are to be built each year and the City determines the number to be built at each location by ranking all proposals annually according to established criteria with a maximum number permitted by any one developer.

While this system represents perhaps the greatest amount of governmental intervention among those discussed, it need not be the most restrictive. The maximum number of units can be high (consistent with the high growth projection). There could be more than one annual review period; quarterly review would be feasible and would not unduly delay the developer. Grouping all such decisions into four periods each year would lighten the Council, Commission, and staff work load and would enable comparative judgments about the City's ability to serve what it approves. In short, the periodic evaluation system is most similar to what a private business does when it determines what inventory to maintain, when to buy, and how to balance capital expenditures with expected production and income.

Periodic evaluation may be characterized as an interactive approach to development staging while the other systems are reactive.

The comparative evaluation system is a significant departure from the growth management techniques previously discussed because it inevitably introduces a wider variety of criteria to the comparison. Economic, fiscal, social, and environmental impacts will be evaluated. Potentially the City can achieve maximum coordination between its capital improvement program and private development. The weekly requests for approvals would be replaced by a more thorough look at the full impacts of 90 days worth of submittals and their impacts on City services. Developers would have to meet the City's scheduled review dates and many projects would have less certainty of gaining approval than under the old system.





Periodic review can be justified only if it may result in denial of some projects that otherwise would be approved. The following reasons might be applicable:

1. If the City determines that there is a maximum acceptable number of units that can be absorbed annually, the projects showing the lowest benefit to the City would be disapproved when more than the allocated number of units are proposed.
2. Commitments on capital improvements may be shaped by location of proposed projects. Unless the multi-purpose assessment district system is used, a point system or urban limit line cannot be sensitive to the increases in public facilities and services that would be justified by several independent projects in the same sector. Conceivably, three or four projects might be rejected if reviewed in succession, whereas if considered together they would have been approved.
3. Even without a specific maximum number of housing units to be approved each quarter or each year, joint review would give the City a much better basis for accepting or rejecting those that are not clearly of net benefit to the City. Those in hard-to-serve locations, those of mediocre design quality, or those that do not help the City achieve stated housing goals are more likely to be rejected when the alternative projects are being reviewed. Inevitably the number of units for which approval is requested at any review session will affect approval standards. During rapid growth periods the City review is likely to be tougher than during a building slump.



## EVALUATION OF ALTERNATIVE GROWTH MANAGEMENT SYSTEMS

The accompanying charts offer a comparative evaluation of the impacts of devices for raising capital and means of controlling the location and timing of development.

The seven criteria used to evaluate means of raising capital are readily translatable to impacts on particular interests groups. A device that ranks well in terms of "benefits proportional to payment" favors newcomers, particularly those requiring relatively little service (such as retirees).

A system that makes payments proportional to housing cost favors the moderate income newcomer at the expense of high income housebuyers. A system that has minimum impact on the price of existing homes and allows the greatest flexibility in the use of funds is of most benefit to present residents. No one device scores high for all criteria, so any attempt to add scores must accept an implicit assumption that all important criteria are included and that all stated criteria are of equal value. Since this is doubtful, it is reasonable to limit the ranking to strengths and weakness of each device.

### Means of Raising Capital

Current System: High acceptability, but low ability to make money available early.

Current Charges Adjusted: More equitable than the current system, but less flexible. If charges are based on conditions at a specific site, pressures to spend the money collected to the direct benefit of that site will be great.

Development Tax: Scores high in flexibility and relation to ability to pay, but low in assurance that benefits will be commensurate with payments.



TABLE 3.

## COMPARATIVE EVALUATION OF ALTERNATIVE MEANS OF RAISING CAPITAL

	Ease of acceptance based on widespread use	Ease of administration	Benefits to those who pay proportional to payment	Payment proportional to housing cost	Minimum increase in sales price of new and old housing	Allows flexibility to use funds for facilities and in locations most needed	Early availability of funds
Current System of Charges	4	3	2	1	1	2	1
Current Charges Adjusted for Location and Housing Type	3	2	3	3	2	1	2
Development Tax	3	4	1	4	3	4	1
Assessment District	4	1	4	3	4	0	4

4 = Highest conformity with criterion

0 = Inconsistent with criterion





Assessment District: The most equitable system and the only system that can assure early construction of needed facilities, but the most difficult system to establish and administer.

#### Means of Controlling the Timing of Development

The second chart compares five types of controls for effectiveness in directing the location and timing of growth.

Holding Zones: Although the City has the authority to use zoning to stage development, the lack of clear measures of benefit make withholding of zoning for a use permitted by the General Plan a weak tool for regulating the timing of growth unless used in combination with other systems listed.

Point System: An effective way to direct development to locations already served or scheduled to have additional facilities.

Urban Service Area: A graphic illustration of the developable areas under a stated or unstated point system. Some seemingly illogical results of a point system can be eliminated, but the rationale for a line on a map may be difficult to defend when portions of the City beyond the line already are subdivided.

Periodic Comparative Evaluation: In addition to simplifying administration, considering groups of development proposals together allows the City to make more equitable judgments about acceptable location, timing, and design, and it allows the programming of public improvements to be influenced by the location of development proposals received rather than expecting the reverse to function effectively.

Assessment Districts: Although considered as a means of financing public improvements, the multi-purpose assessment district probably is the only system that can achieve a high degree of coordination between private development and construction of public facilities. Assessment districts also can result in superior environmental protection by designating the intensity and location of development and apportioning the cost of improvements accordingly. Assessment districts create an incentive to develop because public facilities are available when needed and a disincentive to hold land for appreciation because the holding cost is increased.



TABLE 4.

COMPARATIVE EVALUATION OF ALTERNATIVE MEANS OF CONTROLLING  
THE TIMING OF DEVELOPMENT

	Ease of acceptance based on widespread use	Ease of administration	Ability to correlate capital improvement program and location of new development	Ability to locate improvements to serve both old and new development	Considerations of environmental, social, and economic factors
Holding Zones	4	2	1	1	1
Point System	3	3	3	3	3
Urban Service Area	1	2	2	2	2
Periodic Comparative Evaluation	2	3	4	4	4
Assessment Districts	4	1	4	4	4

4 = Highest conformity with criterion

0 = Inconsistent with criterion





## RELATIONSHIP BETWEEN LOCAL SHORT TERM USES AND MAINTENANCE AND ENHANCEMENT OF LONG TERM PRODUCTIVITY

The PFME does not address the question of whether commercial agriculture or resource extraction (silica mining) should remain as major long-term uses in Oceanside. These determinations are made by the Land Use Element. The PFME, through its requirement that multi-purpose assessment districts be formed to provide basic services, will extend the life of resource-based industries in Oceanside. By creating an ample supply of land with services needed for urban development, the PFME will reduce pressure for conversion of agricultural land. Approximately 30 percent of the land in Growth Management areas 2 and 3 is in agricultural use. The growth projections indicate that little or none of this land not already fully served need be converted to urban use before 1988.

Scheduled revision of other General Plan elements may result in changed policies for short-term vs. long-term resource use that will affect administration of the PFME.

## IRREVERSIBLE ENVIRONMENTAL CHANGES

Development in accord with the PFME will produce the following significant irreversible environmental changes:

1. Conversion of agricultural land and open space to urban use in a different configuration and under a different time schedule than in the absence of the PFME.
2. Consumption of energy and construction materials at different locations and under a different time schedule than in the absence of the PFME.



## GROWTH INDUCING IMPACT OF THE PROPOSED PLAN

The PFME will not induce growth, although it may have indirect effects that result in higher or lower growth rates. If failure to provide adequate public facilities eventually would slow growth by creating health or safety hazards or an undesirable living environment, the PFME may be said to facilitate growth. However, if the costs of providing services as proposed by the PFME result in higher housing costs with resulting lower construction volume, the PFME will have slowed growth. On balance, it is unlikely that the PFME will have a significant effect on growth. It will have no effect on the ultimate population of Oceanside. Any impact on long-term non-residential development is too speculative for evaluation.



## ORGANIZATIONS AND INDIVIDUALS CONTACTED

Information used in preparation of the PFME and DEIR was obtained from the following organizations and individuals:

### City of Oceanside

Planning Department: Louis Lightfoot, Michael Blessing,  
Beth Perlmutter.

Public Works Department: Neal Wessel

Parks and Recreation Department: Joseph Renaud

Fire Department: Gary Schmitz

Michael Moon, Director of Finance

Ronald Null, City Attorney

Daniel Stone, former City Manager

### Other Public Agencies

Vista City Planning Department

Carlsbad City Planning Department

San Diego Comprehensive Planning Organization (CPO)

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Oceanside Unified School District: James Truax, Mike Ringer

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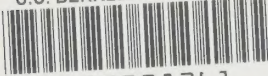
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